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Becky Gorman:  
Preservation Specialist

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# Louisville Metro Historic Landmarks and Preservation Districts Commission

## *-Annual Report: 2013-*

### Looking Back and Moving Forward!



**2013** marked the 40th anniversary of the Landmarks Commission! This year we can step back and look at all of Louisville's historic resources that have been preserved for future generations. The work and countless hours spent by Landmarks Commissioners and ARC Members over the last 4 decades is now paying dividends in the form of economic activity that our City is now experiencing. 2013 was marked with new changes and continued adaptability. The year started with the implementation of the new amendments to the designation process of Individual

Landmarks with the consideration of the designation of the Cavalier Building. Economic challenges continued through 2013, but it appears that the worst of the recession is behind us with construction investment within the districts continuing to grow from 2012. Private investment in home additions, garages, carriage houses, decks, and general repair and maintenance remained strong. Landmarks staff, along with Architectural Committees saw a marked increase in cases. Despite having reduced staffing compared to the years before the recession, staff was resourceful in working with the increased demand.

In 2013, the Landmarks Commission saw the rehabilitation and revitalization of numerous historic buildings in the Preservation Districts, as well as Individual Local Landmarks. The important awareness of Mid-Century Modern structures continues as the National Register Nominations for the Hogan's Fountain Pavilion and the University of Louisville Belknap Library were approved. These unique post-war structures built in the late 1940's through mid 1960's will continue to gain historic significance in the years to come and will highlight a need for more public awareness. Staff's continuing support of the 100 Block of West Main Street will be key to enabling the expansion of the "Urban Bourbon Trail" which will help to continue the momentum for Louisville's growth in tourism.

Finally; a "**Big Thank You**" to all of the Landmarks Commissioners, Architectural Review Committee members, and neighborhood supporters who through their generous gifts of time and talents help preserve our city's history and culture for future generations.

*"The Metro Council declares as a matter of public policy that the preservation, protection, perpetuation, and use of neighborhoods, areas, places, structures, and improvements having a special or distinctive character or a special historic, aesthetic, architectural, archeological, or cultural interest or value and which serve as visible reminders of the history and heritage of this Metro Government, commonwealth, or nation is a public necessity and is required in the interest of the health, prosperity, safety, welfare, and economic well-being of the people."*

## Local Designation

**Cavalier Building– 2551 West Market St.** The Landmarks Commission was asked to consider its designation in January 2013 from a community petition request. The building located at an important gateway into the Portland neighborhood at 26th and W. Market St. historically served as corner commercial grocery store. The Landmarks voted to approve the designation of the Cavalier Building as an Individual Local Landmark. Metro Council did initiate a review of the designation, but later withdrew its consideration of the designation, at the request of the property owner. This was the result of the neighborhood and preservation communities reaching out to the property owner to work toward a development solution which coexists with the Cavalier Building.



## National Register Nominations



**Hogan's Fountain Pavilion (LL 2012)** The nomination was considered by the Commission in March 2013. An example of mid-century modern design, the Pavilion was designed by local architect E.J. Schickli. The nomination is still pending listing in the National Register due to a request for expanded context development.



**Anderson-Nelson Distillery Nelson Distillery Warehouse** was reviewed by the Commission in November 2013. This structure is the surviving member of a larger complex. Its interior structure and configuration became a model for other warehouses. The nomination is pending approval from the State National Register Review Board.



**The Leslie V. Abbott House** nomination was considered at the Commission's March meeting. This private residence was designed by Leslie V. Abbott, a noted local architect for industrial buildings including distilleries. His residence was built in 1949, and exemplifies Streamline Moderne design. The building was listed 2013.



**Schneider Hall (U of L Art Library)** Reviewed by the Commission in April 2013, this building was nominated as a locally significant example of mid-century modern architecture. Constructed in 1956, the building was a part of U of L's master plan by Harsten, Louis, and Henry. The building was listed 2013.



**The Kurfee Paint Co. building's** nomination was reviewed by the Commission at the March 2013 meeting. The building constructed in 1914 with an additions in 1928, is an excellent example of Beaux Arts Industrial design and was nominated for its Architectural significance. The building was listed 2013.



**The nomination of the original location of the Filson Club at 118 W. Breckinridge St.** was considered by the Commission in April. The building was nominated for its association with the locally significant private historical society. The building has been adaptively reused as a part of the Family Scholar House. The building was listed 2013.

# Jefferson County Historic Resources Survey

The Louisville Metro Department of Planning and Design Services (PDS) continues to administer a project to develop survey techniques applicable to documenting mid-20<sup>th</sup> century historic resources and cultural landscapes and to evaluate their significance. The survey and documentation techniques developed in this project will become critical local planning tools, as well as valuable tools for evaluations of NRHP and local landmark eligibility. This project will ensure that Louisville keeps pace with the understanding of its built environment and retains its position as a preservation leader. The survey document entitled “They Came..They Saw...They Bought: The Twentieth Century Housing Boom in Louisville, Kentucky 1920 –1970”, selected a representative sampling of post-World War II era subdivisions along Bardstown Road and Dixie Highway. The document provides an evaluation of selected areas for their eligibility to the National Register of Historic Places. A final version of the survey study is expected in the first quarter of 2014. Staff will then make the information available on the Landmarks website with additional documentation to supplement the survey report.

Landmarks staff continues to work on methods to provide user-friendly information to the public about these newly recorded resources, as well as the existing inventory of historic properties in Jefferson County. Staff collaborated with the Innovation Delivery Team to make information about Local Landmarks available in a map format. Staff is continuing to study how to improve access and mapping availability for Metro’s historic resources.

Staff is also providing cross-functional support to the Department of Community Services and Revitalization (CSR) through the Vacant and Abandoned Properties (VAP) initiative, and in accordance with the SHPO Programmatic Agreement as it relates to use of CDBG funds and historic resources. In addition, the newly released RKG report for VAP discussed the importance of targeted revitalization. Landmarks staff has recommended to CSR that additional intensive survey be conducted in these areas

## Staffing

We want to thank Jessica Butler (Planner I on the Site Development Team) for stepping in as a staff member while Becky Gorman was on maternity leave. We were also fortunate this year to have several interns who volunteered to help our team with a growing case load. A special thanks goes out to Kim Kelly, Savannah Darr, Mary Unterreiner, Shannon Ruhl, and Jacob Burrell for their invaluable assistance with research and documentation, as well as working with staff on cases.

2014 will continue to challenge the Landmarks Staff to meet the steady increasing volume of submitted cases since 2009. In the past year, the Landmarks Staff have worked with a talented pool of interns to help support case review commitments to the public. We will continue to partner with University of Louisville’s Public History Program, the UK College of Design’s Architecture and Preservation Programs, and other institutions in the future.

## Public Outreach

The Commission engaged with the public in various ways in 2013 and continues to explore new avenues.

- Daily interaction with the public/district residents regarding historic preservation practices, design processes, and on-site evaluations.
- Architectural Review Committees—conducted 33 case hearings plus additional ARC meetings for continued cases. The newly implemented SIRE system, the digitization of case documentation (Winter 2013), and the roll-out of our updated data system Hansen 8 (Spring 2013) will increase the amount of information available to the public through the Planning and Design Services website.
- The Landmarks Commission hosted the Kentucky Heritage Council’s (SHPO) National Register Review Board Meeting in May, 2013. Five nominations from Louisville Metro were presented at that meeting. Landmarks staff also conducted a tour of Mid-Century Modern resources for the members of the National Register Review Board to familiarize them with Louisville’s built environment.
- Renovate Louisville—2 new episodes “Economic Impact of Renovating Historic Commercial Buildings” and the “Fourth Street Retail District” aired in 2013 on Metro TV channel 25 and were posted on YouTube. The 18th episode “NuLu” aired in January 2014 which presents a positive and informational segment on adaptive re-use of historic buildings in the fast growing Nulu area of Downtown.
- Landmarks staff participated in two of Preservation Louisville’s “Hands on History” series with a sessions related to Landmarks 101 and researching historic houses. Landmarks staff also gave lectures to three University of Louisville graduate-level classes in History and Planning. Additionally, staff was invited to speak at Metro Housing Coalition’s Historic Rehabilitation Tax Credit Session for Vacant and Abandoned Properties. In November, the Landmarks Staff provided a tour of the Whiskey Row development. The discussion focused on the stabilization of the historic building facades along with adaptive reuse of historic commercial buildings to a 7th and 8th grade class from the St. Agnes School.



## Applications for Certificates of Appropriateness

In 2013, applications for Certificates of Appropriateness continued to follow the pace of the previous year, reflecting improvement in the rehabilitation construction sector. The case total for 2013 was 247, ( 207 in 2012, 205 in 2011; 195 in 2010; and 178 in 2009). The general trend demonstrates that case loads continue to grow during and after the recession, signifying that there is a distinct interest in preservation investment. Each district had increases in the number of applications (with the exception of Parkland) over the previous year with the greatest increase taking place in Clifton which saw an increase of 39% over last year.

The total value of all projects was approximately \$21,271,660 million in 2013, \$5,794,249 million in 2012. The overall value for preservation projects or capital investment increased \$15,477,411 from 2012. The dramatic increase in capital construction costs is due in part to an increase in residential additions, a church addition, and new carriage house/ garages in the Cherokee Triangle, industrial renovation projects in Butchertown, and new construction infill projects and garage cases in Clifton.

There were no appeals to the Landmarks Commission in 2013. \* Total estimated project cost information is supplied by applicants.

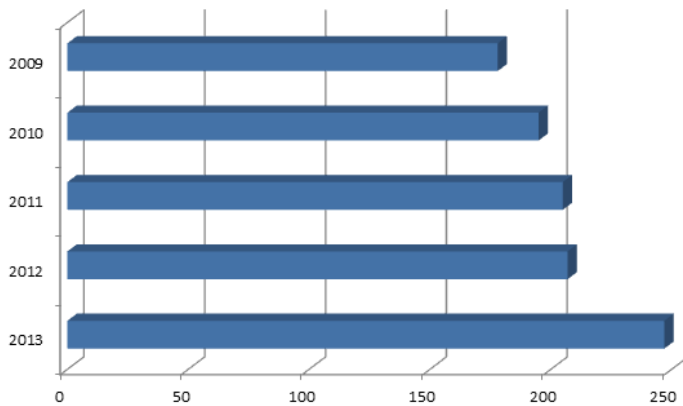
DISTRICT	STAFF REVIEWS 2013	COMMITTEE REVIEWS 2013	TOTAL REVIEWS 2013/(2012)	TOTAL ESTIMATED PROJECT COSTS FOR 2013 *
Butchertown	15	3	18/(15)	\$1,858,300
Cherokee	56	6	62/(56)	\$11,764,775
Clifton	57	14	71/(51)	\$4,677,525
Individual	6	0	6/(5)	\$955,400
Limerick	3	1	4/(2)	\$29,600
Old Louisville	71	9	80/(74)	\$1,969,800
Parkland	0	0	0/(0)	\$0
West Main	6	0	6/(4)	\$16,260

## Review of Demolition

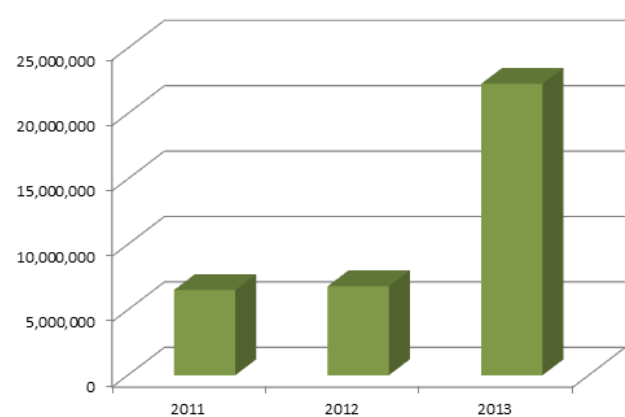
In 2013, the Landmarks Commission staff reviewed properties being considered for demolition by Louisville Metro in coordination with the Department of Community Services and Revitalization. Staff reviewed these CDBG-funded demolitions in accordance with Section 106 of the National Historic Preservation Act and pursuant to Programmatic Agreement with the Kentucky State Historic Preservation Office (SHPO). Staff made determinations on whether these properties are contributing historic structures in eligible, or listed National Register Districts, or if they were individually eligible or listed in the National Register of Historic Places. In 2013, the team reviewed 171 historic structures determining that 97 were contributing. Structures approved for demolition by the SHPO were documented by staff with Kentucky Historic Resources Survey Forms prior to removal. Staff also prepared 9 survey forms for historic buildings that were declared emergency demolitions.

Staff reviewed 127 private demolition applications for historic structures in accordance with the Wrecking Ordinance subsection 150.110. Staff determines whether buildings are subject to the 30-day hold on the issuance of the permit based on eligibility, or listing in the National Register of Historic Places. If a building is determined historic, electronic notice is sent to interested parties for the Council District the property is located through the Historic Structure Demolition Notification system available on the GovDelivery system. Interested parties may subscribe to this service at: <https://public.govdelivery.com/accounts/KYLOUISVILLE/subscriber/new>, and select Historic Structure Demolition Notification.

Volume of Cases Reviewed Since 2009



Capital Investment in Projects from 2011-2013



## Significant Issues and Recommendations

In an effort to achieve its Public purpose, the Commission utilizes expertise, passion, and authority to actively engage with the citizens of the community on a daily basis. Resulting from these efforts the Commission has identified several significant and ongoing issues requiring corrective measures developed specific recommendations and initiatives to address these issues.

1. **Vacant and Abandoned Properties.** The number of abandoned properties has continued to rise as a result of the economic recession. Some of these properties are located in Preservation Districts, and their potential loss through fire, or emergency demolition impact the cultural and historic assets of our community. In 2013, Metro Government released a study compiled by RKG Associates to develop a strategic plan for demolitions and foreclosure properties. A key recommendation of this plan was to target revitalization efforts in historic neighborhoods with distressed building stock.
2. **Staffing.** The impacts of the recession and the reduction of government budgets have impacted staff numbers. Previously, three Landmarks staff positions were funded with CDBG monies from the federal government, the number was reduced to two in 2011, and the result was a loss of one of the Preservation Specialist positions. With the reallocation of Staff in 2012, one full time Project Architect position was not backfilled. To maintain good service and properly support the initiatives and programs of the Commission, adequate staffing is critical to the Landmarks Commission. Efforts should be made to ensure that all Landmarks positions are funded within the Metro budget.
3. **Architectural Review Committees meeting the demand.** With growing case loads the demand for ARC's to be able to continually meet quorum requirements is becoming a challenge. The recently enacted term limits from Metro Council, as well as the ability to find qualified volunteers will continue to challenge the Commission and Landmarks Staff in the foreseeable future.
4. **ARC Member Term Limits.** In 2013 Metro Council amended the Landmarks Ordinance implementing 2 consecutive 3 year terms for Architectural Review Committee Members. The process for determining the order and notification for the existing ARC Member's Terms limits will need to be initiated in 2014.
5. **Clarification of Economic Impacts.** As an element of public education, the economics of preservation play a particular role in the more complete understanding of preservation by property owners, developers, and Metro agencies. Specific economic data research, and conclusions should be compiled for presentation and public discussion. In 2012 the Commission utilized Metro's information and development tracking system to quantify the economic impacts of projects in preservation districts.
6. **Partnerships.** Growing interest in local and national designation, expanding efforts in public education, and increasing involvement in community planning and review in a climate of increasingly limited budgets for activities and staffing creates many challenges. The Commission should continue to foster partnerships with other historic preservation professionals and organizations to leverage available resources in addressing significant issues.
7. **Training.** Louisville is classified a Certified Local Government (CLG) community which provides for review of potential National Register properties and access to federal grant funds. One of the requirements for maintaining CLG status is yearly training for members of the Landmarks Commission and Architectural Review Committees. Qualified training includes topics related to historic building treatments (maintenance and construction), ethics, applying design guidelines. Staff will seek opportunities to train members throughout the year to ensure compliance with this important program.

**Louisville Metro Historic Landmarks  
and Preservation Districts Commission**

Metro Development Center  
Suite 300  
444 South Fifth Street  
Louisville, Kentucky 40202



**Greg Fischer,  
Mayor**

**Louisville Metro Council**

Please also visit our website!

<http://www.louisvilleky.gov/PlanningDesign/Historic+Landmarks+and+Preservation+Districts+Commission.htm>



## 2013 Facts & Figures

247—Applications for Certificates of Appropriateness

87% —Applications reviewed at Staff level

8—Number of Landmarks Staff in 2008

5—Number of Landmark Staff in 2013

6544—Approximate number of structures located within  
local districts and individual landmarks

0—Appeals of Decisions to the Landmarks Commission

1—Designation of a Individual Local Landmark.

18—Total Episodes of Renovate Louisville have been filmed  
in partnership with Metro TV

19,208—Number of “hits” for Renovate Louisville

episodes on YouTube to date since 2007

6—National Register Nominations

7—Landmarks Public Outreach Presentations

43—Total Staff hours of continuing education and professional  
development.

43—Bardstown Road Baxter Avenue Overlay cases reviewed by  
Staff.

39—Downtown Overlay cases reviewed by Staff.

2013—19% total increase in cases over 2012